Executive Summary

Chapter 1: Introduction

The purpose of the Abalone Recovery and Management Plan (ARMP) is to provide a cohesive framework for the recovery of depleted stocks in central and southern California, and for the management of the existing northern California fishery and any future fisheries. A recovery and management plan is needed to prevent further population declines in southern California and ensure the sustainability of current and future fisheries.

The interim recovery goals are to reverse declines in populations by stabilizing stocks, and to establish self-sustaining populations range-wide. The long-term recovery goal is to attain resource levels that can sustain a fishery.

The interim management goal is to institute an adaptive plan that employs a precautionary approach, given limited funding and data collection, to manage the existing red abalone fishery in northern California. The long-term management goal is to implement tag-based, zonal management that allows more responsive regulatory actions.

Chapter 2: Description of Stocks

Seven species of abalone, *Haliotis* spp., are found in California: red, pink, green, black, white, pinto, and flat. Most are found in the coastal waters intertidally to 60 meters (197 ft) in depth. Abalones are found in boulder and rock habitat, and are usually associated with kelp forests. They are long-lived, slow-growing species with high fecundity (number of eggs and sperm produced), but highly variable recruitment. Red abalone require at least 10 to 14 years to reach the minimum recreational (or sport) legal size.

Abalones broadcast their eggs and sperm into the water. A minimum density of spawners is essential for successful broadcast spawning. When population densities drop below a critical threshold, reproduction failure can occur, and if protracted, can lead to local extinction.

The sources of abalone mortality include natural and human causes. Natural mortality occurs primarily from predators such as fishes, invertebrates, and sea otters; disease, which has severely affected southern California abalones; and environmental factors which affect the food supply. Environmental factors include El Niño events and storms. Human causes of mortality include fishing, pollution, and impacts to habitat.

The status of California's abalones ranges from near extinction (white abalone) to fairly robust populations (the northern red abalone). Northern California red abalone populations have supported a viable fishery, but recent studies have revealed four trends which are cause for concern: a concentration of fishery effort and increased take, evidence of poor recruitment, declines in deep-water stocks, and serial depletion. In central and southern California the overall trend in red abalone abundance is one of decline. Pink, green, black, and white abalones were once common species in southern California, but are now rare. White abalone is listed as an endangered species under the federal Endangered Species Act, and black abalone is a candidate for listing. Flat and pinto abalones have always been uncommon in California.

Chapter 3: History and Socio-economics of the Fishery

Five species of abalone have been taken as part of California's commercial and recreational abalone fisheries: red, pink, green, black, and white.

Regulation of the commercial fishery began in 1901. This fishery occurred almost exclusively in central and southern California. Between 1942 and 1996, the trends in total commercial landings for all abalone species were marked by four distinct stages: A) increased landings between 1942 and 1951, B) relatively stable landings between 1952 and 1968, C) a rapid decline in landings between 1969 and 1982, and D) a gradual and steady decline between 1983 and 1996. When commercial landings are separated by individual species, a serial depletion of the fishery by species becomes evident. As the more desirable abalone populations experienced stock collapse, the fishery shifted to other species. Similarly, the historical commercial catch records show a shift from mainland and nearshore island locations to more remote locations as stocks were fished out at the sites easiest to access. The large-scale decline followed a period of compaction of the fishery as central California stocks were usurped by expanding populations of sea otters, sport and commercial fishing pressure, disease, and pollution. Commercial landing statistics provide the best fishery-dependent record of magnitude of decline resulting from various cumulative impacts. The economic value of the California commercial abalone fishery prior to its closure in 1997 was calculated at \$2,515,467 from the ex-vessel value of abalone landings for 1995. This value is an underestimate of the actual value of the fishery.

Regulation of the recreational fishery began in 1911. Catch and effort data for the southern California recreational fishery are limited to that available from commercial passenger diving boat logbooks. These data revealed that green and pink abalones predominated in recreational catches before 1983, with smaller numbers of red, black, and white abalones being taken. From 1986 to 1990 the proportion of pink abalone declined, leaving green abalone as the predominant species. The number of red abalone increased in the landings, while the black and white abalones disappeared. Due to stock collapse, the entire recreational abalone fishery was closed south of San Francisco by 1997. At the close of the fishery, the estimated value for the southern California sport abalone fishery was \$3,450,472.

The sport-only abalone fishery in northern California was created in 1949 and still exists. This fishery was restricted to breath-hold diving (underwater breathing apparatus was and still is prohibited) in 1953. There was an estimated average take of 685,000 abalones from 235,000 trips (effort days) during 1983 to 1989. From 1998 to 2000 abalone permit sales averaged 38,276. Preliminary abalone take and effort estimates are 728,000 abalone from 202,000 trips (derived from incomplete abalone report card returns for 2000). The estimated fishery value, when adjusted for inflation via the consumer price index, and reduced by the decline in effort, stands at \$11.6 million.

Abalone poaching has been a serious concern in California for decades and continues to have a major impact on abalone stocks.

Chapter 4: Legal Framework

The California Department of Fish and Game has responsibility for the conservation, protection, and management of abalone under the direction of the Fish and Game Commission. Regulation changes and plan amendments regarding abalone are made by the Fish and Game Commission. Fish and Game Code §5522 requires that a draft ARMP be developed by the Department and submitted to the Commission prior to January 2003, and describes some key components of the ARMP. Because abalone management is affected by sea otter predation, the ARMP must comply with two federal laws: the Marine Mammal Protection Act and the Endangered Species Act. Amendment of the ARMP will occur if there are changes to management or recovery goals, objectives, and/or criteria, changes to the species addressed by the ARMP, or amendments to any procedures required by the ARMP.

Chapter 5: Overview for Recovery and Management Approach

Recovery of at-risk abalone species and management of abalone fisheries are separate but continuous and complementary processes in the ARMP. The ultimate recovery goal is to move species from a perilous condition to a sustainable one, with surplus stocks available for fishing; the ultimate management goal is to maintain sustainable fisheries under a long-term management plan that can be adapted to changes in the environment. The primary criteria used to evaluate the achievement of both recovery and management goals involve estimates of recruitment and population abundance (measured by density). Criteria used in the ARMP are applied to index sites in key areas.

Because several species in central and southern California face a high risk of extinction, during the first seven years of ARMP implementation the majority of research will be directed towards recovery. Efforts will initially focus on assessing the relative risk of extinction, identifying where remnant populations remain, developing recovery techniques, and using these techniques to rebuild populations of at-risk species to self-sustaining levels.

The management plan establishes regulatory guidelines for determining allowable take levels and for closure and re-opening of fisheries. During the first 7 years of ARMP implementation, management of the existing fishery will occur under a precautionary interim plan that sets a total allowable catch level and uses established criteria to guide regulatory change. Ultimately, if additional support is developed, management should change to a long-term plan that uses zonal management and allocates take through abalone tags. The long-term plan requires increased assessment and enforcement, but is more responsive to stock changes and can therefore be less precautionary.

Marine protected areas (MPAs) that provide refuge from take for all species play an important role in the ARMP for both recovery and management. MPAs are currently being considered under the Marine Life Protection Act and are needed as soon as possible for implementing abalone recovery.

Chapter 6: Recovery Plan

Five abalone species formerly supported valuable commercial and recreational fisheries in southern and central California. Today, four of those species (pink, green, black, and white) are at very low population levels. White abalone is listed as an endangered species under the federal Endangered Species Act. Black abalone are a candidate species for listing. While not at risk of extinction, red abalone's range has been severely decreased.

The long-term goal of abalone recovery in southern and central California is to rebuild populations of each species to levels where they may once again support fisheries. Before that goal can be addressed, two interim goals must be achieved. First, populations must be brought to levels which are no longer at risk of extinction. This goal may require human intervention involving culturing abalone, moving individual abalone closer together in the wild, and protecting habitat through the use of MPAs. Second, populations will need to be rebuilt, where feasible, throughout historic ranges to establish population stability. This will involve continued protection for all abalone species, and MPAs specifically designed to encourage reproduction.

The stepwise general plan for the rebuilding of all species of abalone lists 10 tasks for recovery which are broken into three activities:

- Assessment of habitat and stock
- Research (enhancement activities)
- Research (genetics and disease)

The first activity encompasses three tasks:

- Exploratory surveys
- Detailed surveys of known abalone habitat
- Assessment for recovery

The second activity includes five tasks:

- Develop or support existing culture programs
- Feasibility study for out-planting
- Feasibility studies for aggregation/translocation
- Aggregation or translocation
- Out-planting

The last activity has two tasks:

- Genetics: Determine if there are sub-populations
- Evaluation of resistance to Withering Syndrome

Not all tasks will be applied to each species. For example, the last task (Task 11 - Involvement in the Federal white abalone recovery team), is a specific task to white

abalone recovery and does not apply to the other species. Specific approaches for recovery of each species are described, as well as how the tasks will be applied.

Chapter 7: Fishery Management Plan

The management plan is presented in two phases: an interim plan, which uses a precautionary approach based upon limited data collection, and a long-term plan, which will allow for more refined and responsive management, but requires more extensive data collection. The interim plan will become effective immediately upon plan adoption.

The interim management plan applies to the northern red abalone sport fishery until the long-term plan is implemented. The interim plan allows management using available data, taking a precautionary approach. The plan establishes a fishery-wide total allowable catch (TAC) of 400,000 abalone, which can be adjusted based on overall stock conditions. Formal use of a TAC will require development of implementation regulations under the Administrative Procedures Act. The plan also allows for closure of depleted high-impact sites based on local stock conditions. A set of specific criteria guides the management decision-making process. Criteria are measured at index sites in the fishery range.

The long-term plan will use many of the elements of the interim plan including criteria and TAC. However, to address the limitations of the interim plan, the long-term management plan may also establish management zones and develop new management tools such as abalone tags or other methods to improve control over local take. These improvements may require increased survey effort. With increased information, the long-term plan can be less precautionary than the interim plan. Implementation of the long-term plan is not expected before 2009 and may require additional support.

Currently, the central and southern California abalone fisheries are closed due to stock collapse that resulted from both human and natural factors. When recovery criteria are met and stock levels meet the management criteria for sustainable fishing densities, a planning process for fishery re-opening may begin. Each species will be individually evaluated for re-opening.

Alternatives to the management plan modify either the overall recovery and management approach or individual components of the recovery and management plan. Plan alternatives are presented which include allowing limited fishing during the recovery phase, increasing the TAC maximum, completely closing the northern fishery, increasing the minimum viable population, and incorporating estimates of illegal take into the TAC.

Chapter 8: Abalone Enforcement Activities

Enforcement includes staff from the Marine Region, coastal regions and Special Operations Unit of the Department. Enforcement personnel use a variety of methods to assist in tracking illegal take of abalone including patrols of tidal areas by uniformed wardens as well as aircraft and boat patrols. In addition, abalone checkpoints are established several times during the season to educate the public, check compliance with laws and detect violations. Undercover wardens are used by the Department to discretely observe persons that have been reported as violators. This unit has been

very successful at tracking illegal take of abalone for commercial purposes. Enforcement also provides input for regulatory proposals recommended by biologists. Officers also inform and educate constituents about regulations that protect recovering and managed stocks (Section 9.1.4). The CalTIP program has been very helpful with enforcement efforts related to abalone. With limited personnel available, wardens depend on the public to report violations they observe.

Chapter 9: Implementation (Activities, Time Lines, and Costs)

Management and recovery will be implemented through several types of activities: assessment, research, plan development, regulatory process, and enforcement. Assessment will focus on collecting and analyzing management and recovery related data, as well as improving data assessment methods/resources. Research will include studies on genetics, disease, the feasibility of out-planting and translocation/aggregation, and the development of new research methods. The plan development and regulatory process involves reviewing management and recovery reports with constituents, and recommending changes to regulations and ARMP amendments. Enforcement will concentrate on ensuring compliance with regulations, and collaborating with scientific staff in conducting research from enforcement vessels.

A seven-year timeline (2003 to 2009) has been developed for the implementation of recovery and management activities. These activities will alternate annually to minimize cost by allowing sharing of funding, resources, and staff.

Costs for recovery and management activities will require a yearly expenditure of \$1,480,000 of which \$580,000 will be directed to enforcement. Funds will be acquired from the Fish and Game Preservation fund, which consists of non-dedicated and dedicated accounts. Dedicated monies reserved for expenditure on abalone are generated from the abalone report card, former commercial landing taxes, and violation fines.

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List of Acronyms and Abbreviations

ab/ha - abalone per hectare

APA - Administrative Procedure Act

ARMP - Abalone Recovery and Management Plan

ARPA - Abalone Restoration and Preservation Account

CalTIP - California "Turn in Poachers" program

CCR Title 14 - California Code of Regulations -Title 14

CDFG - California Department of Fish and Game

CEQA - California Environmental Quality Act

CIMRI - Channel Islands Marine Research Institute

CINP - Channel Islands National Park

CPDB - Commercial passenger diving boat

CPUE - Catch-per-unit-of-effort

DFG - Department of Fish and Game

EFI - Essential Fisheries Information

ENSO - El Niño/Southern Oscillation

ESA - Endangered Species Act

FGC - Fish and Game Code

FMP - Fishery Management Plan

GIS - Geographical Information System

GPS - Global Positioning System

ha - Hectare

MLMA - Marine Life Management Act

MLPA - Marine Life Protection Act

MMPA - Marine Mammal Protection Act

MPA - Marine Protected Area

MVP - Minimum Viable Population

NMFS - National Marine Fisheries Service

PISCO - Partnership for Interdisciplinary Studies of Coastal Oceans

PY - Personnel Year

RAAC - Recreational Abalone Advisory Committee

RMLS - Recreational Minimum Legal Size

ROV - Remotely-operated Vehicle

SOU - Special Operations Unit

TAC - Total Allowable Catch

USFWS - United States Fish and Wildlife Service

WLP - Wildlife Protection

WS - Withering Syndrome

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